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ABSTRACT

This second supplement to the Florida master plan for postsecondary education covers college attendance issues for minority and disadvantaged students. Attention is directed to: effective participation of students in kindergarten through twelfth grade (K-12) education, counseling, linkages and cooperation between K-12 and postsecondary education, adult basic and adult high school education, college preparatory education, standardized testing in postsecondary education using the College-Level Academic Skills Test, improving the performance and retention of minority and disadvantaged students in postsecondary education, representation of minorities as faculty, financial aid issues affecting minority college attendance, postsecondary education needs of students with limited knowledge of English, graduate and professional education, and system accountability. Specific concerns include: the dropout problem, minimum academic standards and statewide assessment, a state compensatory education program, better utilization of counselors' skills and time, improving test-taking skills, the College Reach Out Program, postsecondary English-language instruction, and bilingual vocational education. (SW)

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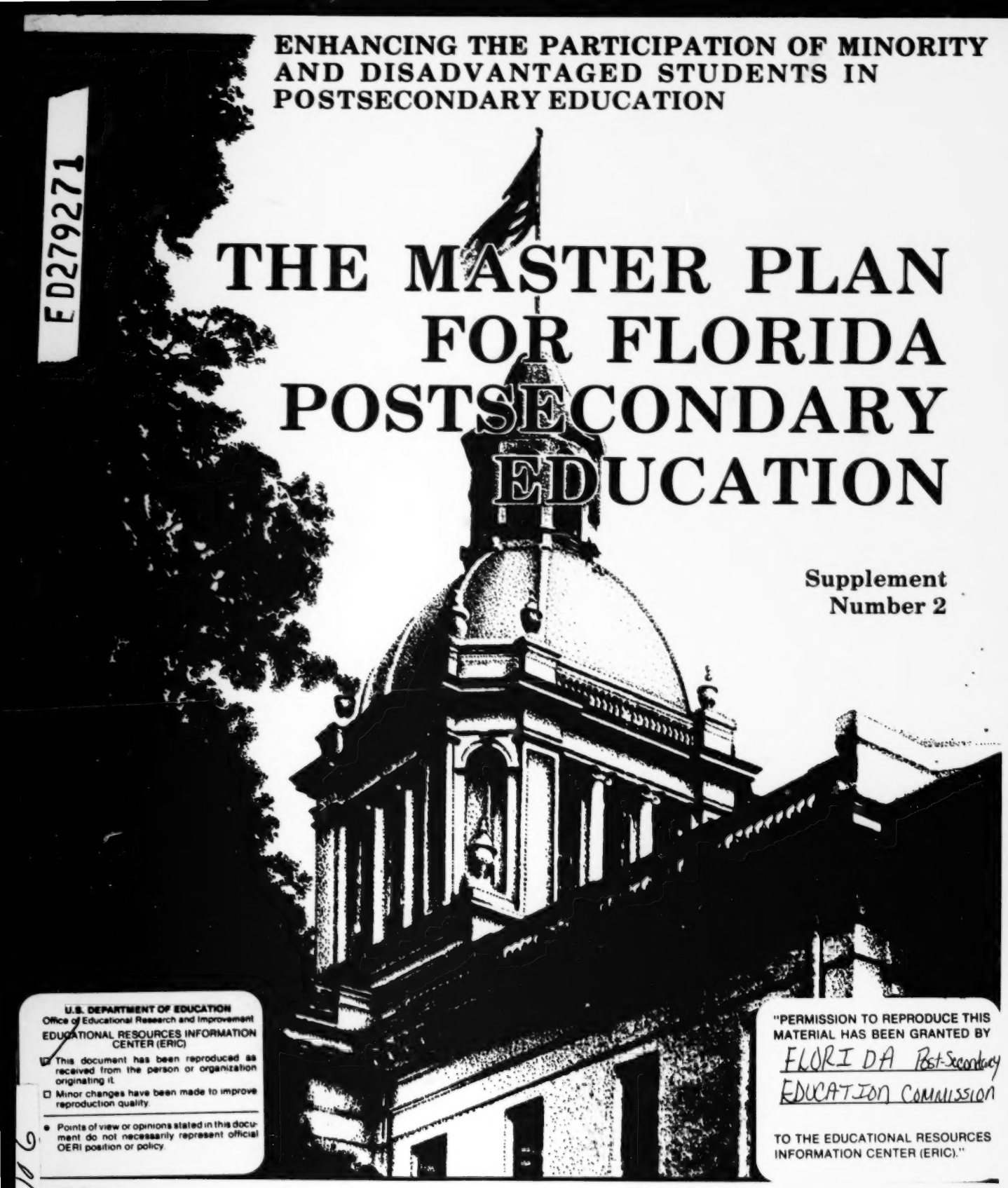
ENHANCING THE PARTICIPATION OF MINORITY AND DISADVANTAGED STUDENTS IN POSTSECONDARY EDUCATION

THE MASTER PLAN FOR FLORIDA POSTSECONDARY EDUCATION

Supplement Number 2



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Report and Recommendations of the Postsecondary Education Planning Commission

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THE MASTER PLAN

FOR FLORIDA

POSTSECONDARY EDUCATION

Supplement Number 2

Enhancing the Participation of Minority and Disadvantaged Students in Postsecondary Education

Report and Recommendations
of the
Postsecondary Education Planning Commission

March 17, 1984

Knott Building
Tallahassee, Florida 32301

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FOREWORD

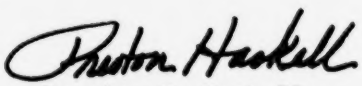
At the time of publication of the Master Plan for Florida Postsecondary Education, the Postsecondary Education Planning Commission recognized the need for a number of formal Supplements in subsequent months. In particular, we gave priority to the development of additional recommendations for enhancing the participation of minority students in postsecondary education.

Accordingly, a special committee of PEPC members, chaired by James J. Gardener, was formed in January 1983 to undertake a comprehensive study. During the first half of 1983 this committee held a number of public hearings and other meetings, undertook considerable research, and developed a set of preliminary recommendations.

At the same time, the 1983 Legislature became deeply interested in the same issues and provided in its Appropriation Act that PEPC conduct such a study with the participation of several legislators. As a result, the PEPC committee merged its resources into the new Joint PEPC-Legislative Committee on Minority Education, with Mr. Gardener assuming chairmanship of the enlarged group.

A further parallel development took place in September of 1983 when the Commissioner of Education appointed the State Level Panel for CLAST Standards, again with Mr. Gardener as chairman. This body had responsibility for recommending qualifying scores and other implementing procedures for the College Level Academics Skills Test. The coincidence of timing and the commonality of leadership among PEPC, the Joint Committee and the CLAST Panel enabled all three entities to work closely together. Thus this Supplement not only fulfills the legislative proviso, but responds to PEPC's original objectives and includes the CLAST Panel's recommendations.

This responsive and comprehensive document could not have been possible without the leadership of Jim Gardener. His wisdom and experience, his energy and devotion often at personal sacrifice, and the respect which he commanded among all of the constituencies who were interested in this work, were vital to its success. This Supplement to the Master Plan and the profound effect which it can have upon postsecondary education in Florida are monuments to Mr. Gardener's dedicated leadership. The entire state is indebted to him.



Preston H. Haskell
Chairman

Introduction

The 1983 Florida Legislature directed the Postsecondary Education Planning Commission to conduct a study of the participation of minority and disadvantaged students in postsecondary education and to submit a report with "recommendations for legislation to improve the quality of postsecondary education for Black, Hispanic, and disadvantaged students." Specific issues that were identified in Item 450C of the 1983 Appropriations Act included the following:

1. The academic preparation in secondary schools of Black, Hispanic and disadvantaged students, and specifically the preparation of such students in high school college preparatory courses and programs.

2. The counseling of Black, Hispanic, and disadvantaged students concerning postsecondary education opportunities and necessary preparation;

3. The validity of tests as an indication of a student's academic performance ability, with specific attention to any disparity in test score results and completion rates of Blacks and Hispanic students in postsecondary education;

4. The disproportionate number of Black students failing the teacher certification examination, and the performance of Black, Hispanic, and disadvantaged students on the College Level Academic Skills Test and other testing programs;

5. The admission of Black and Hispanic students into professional and graduate programs; and

6. The role of remedial education at the postsecondary education level.

The President of the Senate and the Speaker of the House each named three members to serve on a Joint PEPC-Legislative Committee, which would develop recommendations to be discussed and acted upon by the full Commission. The Legislative Members include:

Senator Betty Castor, Tampa
Senator Joseph Gersten, South Miami
Senator Carrie P. Meek, Miami
Representative Roberto Casas, Hialeah
Representative Douglas R. Jamerson, St. Petersburg
Representative Alzo J. Reddick, Orlando

The following members of the Postsecondary Education Planning Commission served on the Joint Committee:

Dr. Rosa Castro Feinberg, Miami
Mr. James J. Gardener, Ft. Lauderdale
Mr. Michael T. Lesser, Tallahassee
Mr. John Robert Middlemas, Panama City

At the first meeting, the Committee elected Mr. James Gardener to chair the committee. From October to January, five public hearings were held across the state in Miami, Jacksonville, Orlando, Tampa, and Tallahassee. Much valuable testimony was received and incorporated into this report. On January 9, 1984, the Joint Committee concluded its efforts by adopting a comprehensive number of recommendations and forwarding them to the full Commission for discussion and final action. At its January 19 meeting, the full Postsecondary Education Planning Commission, including the four Commissioners who served on the Joint Committee, adopted with several refinements, but few major substantive changes, the recommendations of the Committee.

I. THE PROBLEM AND ITS CHALLENGES

This report is an effort to set out a series of actions which will guide Florida in pursuing the goals of greater educational access and quality at the same time. Both goals are important and meeting one without the other is not acceptable.

Critical Period

Florida is at a critical juncture in its efforts to increase and to enhance the participation of minority and disadvantaged students in postsecondary education, and the stakes are high. More than ever before advanced education will be required for the vast majority of persons to function in a society increasingly based on information, technology and, most of all, on the ability to learn new ideas and skills. Unfortunately, it is still true that certain racial and ethnic groups of our population are disadvantaged with respect to the preparation and motivation to participate in education after high school.

Table 1 displays the proportionate participation of Black and Hispanic students in our public postsecondary institutions. While Black students comprised 18.8 percent of the 1982-83 high school graduating classes, they made up only 9.2 percent of community college enrollments and 8.7 percent of the university undergraduate programs. Hispanic students comprise 12.2 percent of the community college enrollment while they make up 7.4 percent of the 1982-83 high school graduating classes. Both Blacks at 4.4 percent and Hispanics at 3.7 percent are underrepresented in the state's graduate schools.

Of even greater significance is that Black enrollment as a percent of total enrollment in Florida public postsecondary institutions has decreased from 1977 to 1983. Undergraduate enrollments have declined from 11 percent to approximately 9 percent. Black graduate enrollments have declined from 7.4 percent in 1977 to 4.4 percent in 1983.

However, the span between 1977 and 1983 shows small but steady increases in Hispanic undergraduate enrollment from 4.6% to 6.4% in 1983. Hispanic graduate enrollment has also shown an increase from 2.5 percent in 1977 to 3.7% percent in 1983, although Hispanics remain underrepresented in the State's graduate programs.

Further Access

The growing difficulty in providing further access to a larger proportion of minority and disadvantaged students has coincided with two trends. The first appears to be a diminishing pool of high school graduates who are prepared to benefit from education after high school. It seems that efforts during the 1960's and 1970's drew rather quickly into postsecondary education those students who clearly had the skills to benefit from higher education. Early identification, recruitment and special educational and financial assistance resulted in increased

TABLE 1

PARTICIPATION BY BLACKS AND HISPANICS
IN FLORIDA PUBLIC POSTSECONDARY EDUCATION

	Total	Black	%	Hispanic	%
Florida Population 1980	9,739,922	1,342,478	13.8%	857,898	8.8%
High School Graduates 1982-83	85,505	16,092	18.8%	6,398	7.4%
Eighth Grade 1978-79 Enrollment of 1982-83 High School Graduates	126,269	28,208	22.3%	9,107	7.2%
Community College Enrollment - Fall 1983	179,851	16,457	9.2%	21,941	12.2%
SUS Enrollment[a] Fall 1983					
Undergraduate	117,801	10,359	8.7%	7,516	6.4%
Graduate	17,532	783	4.4%	653	3.7%
Postsecondary Vocational Educational Enrollment 1981-82	202,729	36,481	17.9%	17,926	8.8%

Source: 1980 U. S. Census; Florida Department of Education, Division of Public Schools, Community Colleges, Universities, and Vocational Education

NCES 2300-2.3 Fall Enrollment and Compliance Report

[a]Preliminary Headcount Data, January 1984

participation. Now, however, we are in a time in which more comprehensive efforts must be made to reach those K-12 students who need greater help in developing the skills or motivation to pursue postsecondary education. We are at a stage at which a new level of commitment is required.

Greater Quality

The second trend which emerged during the late 70's has been an increased emphasis on quality. The message has been clearly articulated that postsecondary education not only must be more available, but it must be enhanced as well. Quality education is important. Higher standards are required to ensure that all students have the skills to succeed economically and socially in a changing world, and higher expectations do inspire better performance. However, the focus on quality when defined only by high standards for student performance can reduce the participation of minority and disadvantaged students in postsecondary education. Special actions must be taken to strengthen the quality of educational services to help more students, which will enable them to realize their potential in meeting the higher standards.

Quality and Access

Higher standards and access to education can coexist if efforts are made to provide the proper professional training that will enable a student to meet these higher standards. Students can attain higher standards if the right education is provided, and if teachers and counselors convey positive expectations to students about their ability to learn. At the same time standards are raised, however, society has an obligation to provide services to ensure that a higher proportion of people meet the standards required in today's society and economy.

Access with Success

Florida is in a position to be the model State (not just in the upper quartile) in pursuing quality as it seeks to expand the notion of access to mean not just the physical availability of postsecondary education, but the commitment to prepare students who heretofore were not well prepared to succeed. We have attained great geographical access. We must expand the notion of access to include the goal of preparing more students to be successful in taking advantage of educational opportunities. It is <u>access</u> with <u>success</u>.

Educational Sequence

A dominating theme of this report, both in terms of its organization and recommendations, is that a clearer sense of educational sequence and progression must be established, some would say reestablished. To have meaning, this progression must be outlined by definitive standards of entry and exit at each major transition point in the continuum: high school graduation, college entry, qualification for upper-level study, admission into graduate and professional education. To accompany this process, there is a need for higher expectations with regard to minimum student performance. The high school diploma in many cases now means no more than the presence of eighth grade skills for some students; college-level academic work has come to imply any course taken by students in college,

Entry and Exit Standards

not courses which develop and demand learning and thinking skills above the eleventh or twelfth grade level. Since students often receive Associate of Arts (A.A.) degree credit for work that is below college-level, the degree is diluted and does not indicate the attainment of post-high school skills, which are becoming so critical to the economic and social success of all people.

Qualification

Enhancing the participation of minorities in postsecondary education speaks not only to increasing enrollment but to providing better education. Enhancing participation requires that we respect the importance of sequential educational preparation, which means qualifying by demonstrating acquisition of certain knowledge and skills before moving to the next higher level. The idea of qualification, while a dominant one in this report, need not be a threatening or exclusionary theme. To the contrary, many of our recommendations support the idea of

Bridge Programs

"bridge" programs or services. Bridge programs address specifically the needs of students who are not ready to begin a higher level of education even though they have met the minimum requirements of the preceding level. We speak strongly of the need for special programs to help underprepared students qualify for the next educational step. These 'safety nets' are important and their recognition as discrete and integral parts of the educational progression will allow students to have their individual needs matched with the most helpful services. Currently, unqualified students too often are allowed to enter higher levels of education, where they experience failure and from which they are unable to benefit fully.

These bridge programs should be funded and located structurally so as to encourage strongly students and schools at preceding levels of education to reach the highest standards of preparation. Bridge or safety net programs should not be viewed as preferred alternative routes for advancement by K-12 students or schools but as second-chance, or supplemental, preparatory programs.

Accountability in Compensatory Programs

The report affirms the need for programs such as compensatory and developmental education both within and after K-12, adult basic and high school education, and special educational support for college students who still show the effects of poor K-12 preparation. The need for these programs is great and the State should financially support these services. The State, however, should attach two conditions to support for these programs. The first condition is that accountability should be required of educational institutions which provide the services. Support dollars should be tied to specific numbers of students served and the success of those services as measured in terms of student progress. Student eligibility should be determined by statewide procedures and criteria, as should exit standards. Moreover, the special programs should be discretely identified and funded as entities separate from collegiate degree courses. The students, faculty and educational outcomes of these programs

should be traceable to the funds provided for such services. Second, the State should oversee the activities and results of these programs on a statewide basis. The monitoring should include an evaluation of the subsequent postsecondary education experience of students who were served. The net effect of these recommendations is to urge state support for these special programs in return for greater institutional accountability and higher standards in education.

Institutional and Student Accountability

Finally, we also must strike a balance between institutional accountability and student responsibility. While a student ultimately is responsible for his or her own educational performance, institutions should be accountable for their efforts to define the outcomes of a good education and to provide the kind of education that leads to these results. Faculty and staff should be responsible for setting and explaining degree standards which signify the attainment of critical learning and thinking skills necessary for further education and for economic and social success. Just as important, however, is that only institutions can directly influence the real means of education--namely, what is taught and emphasized in the curriculum and the climate in which it takes place. Since institutions and their faculty control what is taught and how it is taught, they should be held accountable for ensuring that their services are directly linked to the performance standards expected of all students.

II. EFFECTIVE PARTICIPATION OF STUDENTS IN K-12 EDUCATION

The odds are against a minority child from a low income family ever completing K-12 education, let alone going on to finish postsecondary education successfully. In order to do so he or she must break through a cycle of poverty that works to perpetuate the existence of a permanent underclass in this country. In order to understand minority participation in postsecondary education it is essential to focus on K-12 educational preparation, and the context in which that occurs.

The 1980 census in Florida reported that approximately 33 percent of the Black population exists below the poverty level; 16 percent of individuals of Spanish origin live in poverty, in contrast to nine percent of the white population. A great deal has been written about the high correlation between income and educational attainment. A child who grows up in poverty cannot expect the same parental support as a child from a more affluent background. Even though many minority parents diligently advocate that their children pursue as much education as possible, they are generally not equipped with either the time or know-how to provide the kind of support necessary to help their child succeed. In this regard, statistics once again demonstrate that minority children are disadvantaged by their parents' relatively low-level of academic achievement. While approximately 70 percent of the white adult population in Florida are at least high school graduates, only about 46 percent of Blacks and 54 percent of individuals from Spanish origin are high school graduates.

In most cases the only hope for low-income minority youth to break out of the cycle of poverty is through the school environment. Yet there are a number of variables that work against this transformation. The values of the home or street are often incongruent with those of the school. A major dynamic of many low-income youth today is to get by with doing the least amount of work possible; a student that works hard in school is often ridiculed by his peers. The cool facade masks a low self-image and a fear of failure. One doesn't fail if one doesn't try. To work hard in school often means to enter the white world and to turn one's back on family and friends.

The Dropout Problem

As Table 1 illustrates, a substantial number of students leave the educational system before they finish high school. Of the 1978-79 eighth graders, approximately 32 percent did not graduate with their class from high school in 1983. Among Black youth, 42 percent of eighth graders failed to graduate with their class from high school. What happens to these students that drop out of high school? We have very little information about where they go and what they do.

Exceptional and Alternative Education Programs

Alternatively, many minority students are placed into programs for exceptional children; for example, Black students comprise over 60 percent of children identified as educable mentally handicapped in Florida. Black students also make up a disproportionately high percentage of students placed in alternative education programs designed for disruptive, disinterested, unsuccessful, pregnant or married, truant, and bilingual students. While many alternative programs provide valuable support services, at an investment of approximately double the resource cost, evidence of their effectiveness is still needed to avoid charges of such programs becoming "dumping grounds" for hard to educate students.

Minimum Student Performance Standards and Statewide Assessment

All Florida students are expected to master Minimum Student Performance Standards (MSPS). These standards are measured by State Student Assessment Tests (SSAT) in grades 3, 5, 8, and 10 in the basic skills of reading, writing and mathematics. Each district school board is directed by the State to establish a program for pupil progression which emphasizes the student's mastery of basic skills before promotion to the next grade level.

Table 2 lists the percentage by race of students who are purportedly achieving minimum standards for their grade level. For 1983, the percentages are in the nineties for all students except Blacks and Hispanics whose percentages are in the eighties. However, the soundness of the system is seriously undermined by a fundamental flaw: the low standard set for the testing of the students which has the unintended consequence of legitimizing substandard performance. For example, much of the material on the State Assessment Test is two, or even three grades below that of the students being tested. A third grade student who "passes" all the standards may be required only to show acquisition of first or second grade skills. These low standards are deceptive to students, teachers and parents. The primary purpose of the testing procedures is to identify students for early diagnosis and remediation. If a student is two or three years behind in his performance before being alerted that a problem exists, the student loses valuable time needed for early intervention and his or her academic weaknesses may have already begun to make further progress difficult. Despite the low minimum student performance standards, by the junior and senior high school years the cumulative effects of inadequate preparation and performance begin to show. As can be seen in Table 3, the performance is lower at the higher grade levels.

TABLE 2

DERIVED COMPOSITE SCORES FOR GRADES 3, 5, 8 AND 10
STATE STUDENT ASSESSMENT TEST, PART I (SSAT-I)*
BY ETHNIC/RACIAL GROUP

	White	Black	Hispanic	Other	Total
			GRADE 3		
1977	87	71	79	84	83
1983	95	89	90	93	93
			GRADE 5		
1977	82	62	76	79	77
1983	91	82	87	90	89
			GRADE 8		
1977	79	51	71	67	72
1983	91	82	84	88	89
			GRADE 10		
1977	83	54	76	69	76
1983	90	77	81	83	87

Source: Florida Department of Education
Performance Standards Section, "A Comparative Analysis of Attainment of Minimum Performance Standards by School-School District-Region 1977-1982-1983" (in Press)

*Derived composite scores are the average percentages of students achieving each basic skills minimum performance standard at the grade level assessed. A derived score includes the average percentage of attainment across standards in reading, writing and mathematics at each grade level.

The SSAT-II (functional literacy test) is administered in the Spring of the tenth grade year. The test indicates achievement of minimum levels in reading, writing, and mathematics, coupled with the ability to apply these basic skills to everyday living, and is now a prerequisite for high school graduation. This test is designed also to measure a very minimal level of skills. Some parts are reportedly geared to eighth grade levels.

As shown in Table 4, the percentage of students who pass the SSAT-II on the first try varies by race. In 1983, nine percent fewer Blacks and six percent fewer Hispanics passed the communications section on the first try. The mathematics section shows a considerably greater discrepancy by race. Thirty-three percent fewer Blacks and fifteen percent fewer Hispanics passed the test. On the other hand, the greatest progress is shown among Blacks. Between 1977 and 1983, the number of Blacks passing the communications section increased by fifteen percent and the percentage passing the mathematics section increased by thirty percent. In both the SSAT-I and SSAT-II, the greatest improvement in scores has been realized by the minority populations.

Though the State has expended considerable effort and expense in developing the sequential assessment program, much of the potential in the program is lost by setting such low standards. The student, the teacher and the State are lulled into a false sense of achievement when the results of such a program seemingly indicate that the vast majority of students are performing at grade level. Inadequate performance and poor learning styles may be masked until the later years in K-12 and, by that time, the ill effects of inadequate preparation have been compounded. Remediation then becomes more difficult for the student, and more expensive to the State, and more unlikely to occur.

State Compensatory Education Program

This situation is further exacerbated because in many school districts the linkage between the State Compensatory Education Program and the State Assessment Program is very weak. Most district programs do not use the SSAT as the primary selection test to determine student eligibility for the State Compensatory Education Program. Thus, students who do not meet the Minimum Student Performance Standards may never be served in the program. The district chooses its own pretests and posttests which are consistent with its performance objectives, rather than using State assessment scores to determine which students need diagnostic testing and remediation through the State Compensatory Education Program. When a district submits its annual evaluation report to the Department of Education, only minimum aggregate data can be compared due to the variety of

TABLE 3

SSAT-I COMPOSITE SCORES, OCTOBER 1982 (3, 5, 8)
MARCH 1983 (10)

	Reading	Writing	Mathematics
Grade 3	91	95	90
Grade 5	90	90	86
Grade 8	88	92	85
Grade 10	88	86	85

Source: Florida Department of Education, State Assessment Program, 1983

TABLE 4

PERCENT OF STUDENTS PASSING THE SSAT-II ON FIRST TRY
BY ETHNIC/RACIAL GROUP

Communications

	1977	1978	1979	1980	1981[b]	1982[b]	1983[b]
Total[a]	92	97	97	98	95	95	95
White	97	99	99	99	98	98	97
Black	74	89	91	94	88	89	89
Hispanic						93	91

Mathematics

	1977	1978	1979	1980	1981[b]	1982[b]	1983[b]
Total[a]	64	74	78	78	78	78	78
White	76	83	85	86	87	86	86
Black	23	40	47	48	51	51	53
Hispanic						74	71

[a] The total includes all ethnic/racial groups.

[b] The SSAT-II was moved from grade 11 to grade 10.

Source: Florida Department of Education, State Assessment Program, 1983

local goals and objectives and various tests for evaluation. The full benefits of having both state assessment and compensatory programs can only be realized if stronger linkages exist between assessment and remediation.

Monitoring Student Progress

Moreover, to assure further that students' educational needs are being met, the student's progress in remedial education should be monitored in a standardized manner. The effectiveness of the remediation or lack of effectiveness must be known so that further intervention can be prescribed. Also, a uniform monitoring system is needed for the State to continue to develop policy and for the State to gauge the effectiveness of the programs it supports.

Greater accountability should be built into the K-12 system geared both to the revised standards and to the effectiveness of educational services in enhancing student learning in elementary and secondary school programs. This greater accountability should extend to all levels: the State, the school district, the principal, the teacher, the parent, and ultimately, the student.

Recommendations

Effective K-12 Education

1. Effective K-12 education is essential in preparing minority and disadvantaged students to benefit from postsecondary education. Effective preparation depends on both challenging standards and adequate educational services to help students meet them. In keeping with the emphasis in the RAISE bill, the State should continue to require higher standards of performance of all students in K-12. Students must be challenged to achieve high levels of performance rather than allowed to attain minimum levels. The standards for student assessment (SSAT-I and SSAT-II) should be raised to reflect the actual performance commensurate with each level of education, so that corrective action may be taken at the appropriate grade level.

Accountable Compensatory Programs

2. The compensatory education program should be tied to student performance standards and state assessment procedures. A close tracking of the student's academic progress should be maintained. The program should be held accountable by district and state level policymakers for its success in improving student performance standards as evidenced by SSAT test scores. Funding should be tied to program success. An annual report which relates the district's State Compensatory Education Program to its SSAT test

scores should be submitted to the State Board of Education.

Higher Performance Standards

3. The student performance standards required to obtain a high school diploma should be raised to a level more closely approaching the skills required to begin college level study. In this way the responsibility for ensuring a certain level of pre-college skills is shifted to the K-12 schools. A substantial portion of the skills now being learned through remediation in the colleges should be developed through better K-12 preparation.

Exceptional Program Placement

4. The criteria for placement in exceptional programs such as mentally handicapped and gifted should be reviewed by the Department of Education to determine why the enrollment of minorities is so disproportionate to their numbers in the school population. Efforts should be made to ensure that all students are placed in programs where they can benefit the most and that the process is void of racial or cultural bias. Alternate methods for testing basic aptitude which are independent of one's culture and socioeconomic background should be developed by the Department of Education. This is especially important in the earliest stages of a child's education.

Multicultural Teacher Training

5. Funds should be made available by the Legislature for the development of pilot projects to develop effective multi-cultural pre-service and in-service training for teachers.

Parental Involvement

6. Increased involvement in the educational process should be actively encouraged for parents of all students and especially for minority students. The State should provide technical assistance to the districts to enhance parental involvement by establishing programs such as ones in which volunteer teachers work with parent-child pairs and where parents are required to sign contracts related to their involvement. A top priority of the Community Education Program (Section 228.071, Florida Statutes) should be the improvement of parenting skills and increased parental involvement in schools.

Role of Principals

7. Principals should increasingly be held responsible for improving student performance and parental involvement at the school level. Incentive plans should be developed by the State Board of Education and school districts to reward

principals for increasing student performance. The socioeconomic composition of the school's student body should be considered in relating predicted gains to increased performance accomplishments.

Basic Skills for Careers

8. Career education which explains career options should be strengthened and school counselors and teachers should make special efforts to assist students in seeing the linkage between mastering basic skills and their future careers and other life options. This should be a major objective of junior high/middle school education so that students will be more highly motivated to succeed in high school.

Alternative Education

9. The Alternative Education Program should be reviewed by the Department of Education to ensure that it is successful in preparing students for academic or occupational pursuits and that it is successful in returning students to the mainstream where appropriate.

Teachers as Tutors and Advisors

10. In order to help minority and disadvantaged students meet the higher performance and curriculum standards, the State should develop incentives to motivate and reward classroom teachers to serve as tutors for disadvantaged students. In the development of merit pay plans consideration should be given to providing incentives for teachers to serve as advisors and tutors.

Model Schools

11. A study should be conducted of high performance secondary schools that have a high percentage of minority and disadvantaged students so that exemplary practices can be identified, documented and disseminated statewide. Education leaders in schools, districts, and the Department should be encouraged to identify and develop instructional methods, materials and programs that are shown to increase minority and disadvantaged students' academic performance.

Address the Dropout Problem

12. The high dropout rate in Florida and the disproportionately high dropout rates for minorities demand that the State monitor more carefully the progress of high school students. A study should be conducted that provides more information about the character of high school dropouts, why they drop out, where they go, and their reentry into the educational system.

III. COUNSELING

The counseling of students in the K-12 program is a critical component in improving the participation of minority and disadvantaged students in postsecondary education. Students from low-income homes often need intensive counseling support at the school since they frequently lack college educated role models in their home environment. Without someone providing intensive encouragement and support, most disadvantaged students do not see themselves as college bound. Potential first generation college students need extensive help in high school selecting appropriate courses, exploring and understanding career options, selecting an appropriate postsecondary institution, and completing the necessary forms related to obtaining adequate financial assistance. Disadvantaged students must be able to look to people whom they trust, who care, and who will help them to see the linkage between sound educational preparation and economic success later in life.

Greater Reliance on Teachers for Counseling Services

It is difficult for schools to provide the intensive support that is required to turn these students around. Occasionally extremely dedicated teachers are able to reach a few, but generally their heavy workload makes it difficult for teachers to spend the amount of time and effort necessary to make a major difference in these student's lives. There is great potential, however, in providing incentives for some teachers to spend more time counseling. A sensitive teacher can have an extremely positive impact on the academic progress and motivation of students.

Better Utilization of Counselors' Skills and Time

Guidance counselors in Florida are confronted with an overwhelming caseload. In middle and junior high schools the ratio of counselors to students ranges from 1/310 to 1/1202; in senior high schools it ranges from 1/195 to 1/632. Even if these caseloads were substantially reduced a great amount of most counselors' time would be spent filling out forms related to class transfers, grade changes, and so on. Very little time exists to counsel with students who are in need of an intensive amount of time and energy. Counselors' time could be more effectively spent if personnel could be added to assume the burdensome clerical functions that presently interfere with the actual counseling activities in the schools.

Even if teachers and counselors had more time available for counseling, they would not be able to reach a significant number of disadvantaged students who are alienated from the adult world. In part due to their own family backgrounds and in part due to a pervasive teenage cultural attitude, anyone over twenty

is perceived as not to be trusted and unable to relate to teenage values. While this posture is prevalent to some degree in many teenagers, it is very apparent in low-income minority youth. Frequently, it is very difficult for an adult teacher or counselor to penetrate this attitude.

The College Mentor Program

To reach this population, we have proposed the development of a College Mentor Program which would engage college students in a work-study effort to provide intensive counseling services to high school students. We believe that this program will accomplish the dual purpose of reducing high school dropout rates while improving the retention of minority and disadvantaged students who serve as counselors while in college. This program may even serve to encourage more students to consider teaching and counseling as a career option.

Improving Students' Test-taking Skills

A final recommendation relates to assisting disadvantaged students in preparing for and taking standardized tests. The recent success story of efforts in Jefferson County to improve SSAT scores demonstrates that disadvantaged students' scores on standardized tests can be dramatically improved. In addition to the intensive teacher counseling and tutoring efforts, the district school leaders were able to demystify the tests, reduce the level of fear, and make students test-wise and confident in taking standardized tests. This successful experiment in Jefferson County can and should be replicated in other areas of the state.

Recommendations

Teachers as Counselors

1. Funds should be provided to supplement the salaries of teachers who volunteer and are qualified through in-service training to counsel students on a regular basis. The State Board of Education and school districts should propose financial incentive plans for rewarding teachers for assuming additional counseling responsibilities. Such counseling could occur as a part of an extended school day or after-school activities in or outside of the school and include activities which would encourage greater parental involvement where appropriate. Inservice training should be required for teachers participating in expanded counseling activities.

Additional Clerical Help

2. Funds also should be provided to employ additional clerical help in order to free professional counselors from administrative and clerical assignments. The role should emphasize

the professional counselor as an organizer and facilitator of advising, guidance, counseling and social service functions. The role of professional counselors should then be transformed to activities commensurate with "Master or Head Counselor." The actual counseling activities increasingly should be carried out by teachers in the school and by people in the external community. The human and physical resources of colleges and universities (students and faculty), of social and cultural agencies and of business and industry should be utilized fully to bring additional direction and guidance to students.

College Mentors

3. A College Mentor Program should be established on a pilot project basis that would provide financial aid to postsecondary students (sophomores and above) for counseling with disadvantaged junior high and high school students. These college mentors should receive training and work closely with high school counselors and other organizations providing counseling to disadvantaged youth. The counseling sessions should occur several times a week and case loads should be limited so that intensive support and advice can be provided. The College Mentor Program should be open to students from all academic fields.

Clearer Financial Aid Options

4. In order to assist students through the labyrinth of financial aid alternatives user-friendly computerized systems should be developed and implemented to provide public and private financial aid information (see financial aid section).

Test-Taking Skills

5. The Legislature should provide funds for the development of programs to aid minority and disadvantaged students in preparing for and taking national college-entry examinations and other standardized tests. Teacher in-service programs should provide information to assist teachers in helping students understand the scoring systems and critical thinking techniques related to success on standardized tests.

IV. LINKAGES AND COOPERATION BETWEEN K-12 AND POSTSECONDARY EDUCATION

Enhancing and increasing the participation of students in education after high school is highly dependent upon a closer cooperation between K-12 and postsecondary education. Closer links between high schools and colleges permit better communication and understanding of standards and expectations at each educational level. High school students should know better what to expect and for what to prepare and colleges should realize to a greater extent the needs of incoming college students. A knowledge of postsecondary expectations, standards and values is particularly important for disadvantaged K-12 students, who may not have a family history of college attendance.

Several initiatives to improve the communication and cooperation between school districts and colleges have recently been developed by the Legislature. As of 1984 universities and community colleges are required to report annually to school districts on the performance of their students and indicate those students referred to remedial programs.

College Reach Out Program

In 1983, Florida initiated the College Reach Out Program and funded four pilot projects to be offered by Florida Junior College at Jacksonville, Miami-Dade Community College, the University of Central Florida, and the University of South Florida. The purpose of these programs is to strengthen the educational motivation and preparation of low income or educationally disadvantaged students in grades 8-12 and to provide an on-campus introduction to the world of postsecondary education. However, these positive steps taken by the State to improve the participation of minority and disadvantaged students in postsecondary education should be viewed with the knowledge that the Federal government has reduced by over twenty percent the number of students served in Florida by the Upward Bound and Talent Search Programs, which have similar goals. The expansion of Florida's College Reach Out Program is necessary to counter the Federal retrenchment in serving minority and disadvantaged students. The State should encourage the development of a variety of 'Reach Out' models, thus promoting innovative approaches and an examination of the many dimensions involved in the motivation of K-12 students to attend college. By requiring a rigorous evaluation component for the projects, it will be possible to make judgments about which practices work best so that particularly effective approaches may be replicated statewide. An important by-product of the expansion of the Reach Out program will be increased articulation between middle schools, high schools and postsecondary institutions as they work together to develop support systems for encouraging greater

participation of minority and disadvantaged youth in postsecondary education.

The Precollegiate Program of the Florida Institute of Education

Also currently underway is the development of programs by the Florida Institute of Education to promote greater articulation between K-12 and postsecondary education in the state. The Precollegiate Program of the Florida Institute of Education has been designed to:

1. Train school personnel to prepare minority students more effectively and to counsel them regarding college attendance.

2. Train selected community college and university personnel regarding effective recruitment strategies and flexible university admission program procedures.

3. Disseminate information about the SUS revised admission criteria to students, school personnel, parents, and community-based organizations.

4. Monitor the extent to which high schools modify their course offerings to provide for academic experiences needed by students for college admission.

5. Monitor the extent to which minority high school students are enrolling in courses which will qualify them for college entry.

6. Provide assistance to community-based groups.

The tasks of the Institute could be expanded to provide technical assistance in staff development, conduct research and provide information regarding effective articulation and retention practices.

As discussed in a previous section, the Commission is recommending the development of a College Mentor Program to provide financial aid to college students to counsel high school students. This program will also facilitate greatly the sharing of information and cooperative efforts between postsecondary institutions and high schools.

Recommendations

Expand Reach-Out Program

1. The Florida College Reach Out Program should be expanded to include a greater variety of models and a larger number of students to be served. An evaluation component should be built into the projects so that effective practices can be identified and replicated statewide. The

distribution of funds for this program should be based on competitive proposals in accordance with guidelines developed by the Department of Education and PEPC. Appropriate non-profit organizations and private colleges should be eligible to compete for funding. Advisory Councils made up of personnel from participating junior high and high schools should be involved in developing the proposals.

College Mentor

2. A College Mentor Program should be developed to provide financial aid to postsecondary students to counsel disadvantaged junior high and high school students. These activities should be coordinated with the institution's Reach Out or Upward Bound program efforts where possible (see counseling section).

Clearinghouse of Information

3. With the expansion of the Reach Out Program and the implementation of the College Mentor Program, consideration should be given to the funding and implementation of the Precollegiate Program of the Florida Institute of Education to serve as a clearinghouse of information, conduct research, provide technical assistance in staff development, and disseminate information regarding effective practices. There should be greater representation and involvement of community colleges with the Florida Institute of Education.

Linkages Between K-12 and Postsecondary Institutions

4. Community colleges and high schools in particular should share facilities, equipment, and faculties. For example, the use of educational television programs extending community college offerings, especially in math and science fields, should be expanded. As another example, computer-assisted self-paced instructional technologies, such as RSVP at Miami-Dade, should be shared with public schools. Given the growing importance of computer literacy, K-12 students should be allowed to use computer terminals at community colleges on a space available basis when such equipment is not available in the school system. This would be particularly helpful in providing computerized career information (such as CHOICES) in the most cost-effective manner. Computer literacy, which will be essential in the future, can be enhanced through cooperative computer guidance programs and computer-assisted instructional programs.

Dual Enrollment

5. Cooperation between community colleges and public schools through the dual enrollment concept

should be encouraged and expanded. The State should ensure that funding procedures encourage both sectors to participate.

Faculty Sharing

6. Faculty sharing between all levels of education should be encouraged. University reward systems should increasingly recognize the importance of service to the schools. Current community college efforts to share faculty with high schools in areas where critical shortages exist and in sparsely populated areas should be expanded. College of Education faculty should be encouraged to become more involved in addressing the special challenges associated with serving disadvantaged students.

Cooperative Teacher Education

7. Cooperative teacher education efforts such as the Special Urban Education Program jointly developed by Florida International University, Dade County Public Schools and United Teachers of Dade to prepare teachers to work with disadvantaged students should be supported and encouraged in other parts of the state.

College Reach Out Activities

8. Colleges should provide a preview of campus life for disadvantaged and minority students by sponsoring visits to the campus during the academic year and by establishing summer programs which provide orientation, college preparatory instruction and recreational opportunities.

V. ADULT BASIC AND ADULT HIGH SCHOOL EDUCATION

As the requirements of the RAISE Bill are put into effect and if the preceding recommendations are enacted, it is hoped that the State will provide a more educationally sound and responsible secondary education to its citizens. However, there will continue to be students who do not respond to the educational services, students who for personal and family reasons must leave the secondary school system and older adults who did not receive a high school education when they were young. There will always be adults who lack the skills required to attain basic adult literacy and the high school diploma.

In other sections of this report, we note the great importance of lowering school dropout rates and offer specific recommendations for increasing high school graduation rates. The dropout problem, however, will not be solved immediately and the needs resulting from 20-30,000 school students each year leaving the regular high school diploma track will remain for some time. While seeking to increase school retention, the State must at the same time take special efforts to provide a second chance to those who drop out in the future or who already have in the past. There should be no higher State priority than the educational reclamation of people who lack basic literacy and educational skills up through the high school diploma. Because minorities compose a significant portion of the people without such skills, adult educational programs which effectively serve these students will help to increase the participation of minority and disadvantaged students in postsecondary education.

Florida already has an approach toward the alternate, second-chance education to assist people no longer in school to attain basic literacy and high school skills: Adult Basic and Adult High School Education. As high school graduation standards are raised and as the State places a high priority on the educational reclamation of young to middle-aged adults, it will become even more critical to have effective, accessible and accountable programs in adult education.

Current Delivery of Adult Education

The delivery of adult education at the local level differs considerably from county to county. Adult education programs are offered by either local school districts or community colleges or some combination. While in most counties either one or the other sector offers the courses, in some counties the delivery is shared. For example in some counties, one system offers daytime courses and the other offers evening courses. Agreements are worked out on the local level which assign responsibility to the delivery systems. In seven regions of the state, the community colleges are the sole provider while in two

regions responsibility is shared between the colleges and the school districts. In the rest of the state, services are provided by the local school districts except for Holmes County, where the Washington County school district provides the services.

The lack of consistency across the State makes programmatic and fiscal accountability confusing at times. For example, a recent survey revealed that some districts do not have written agreements and that in other districts agreements have not been updated in many years. The funding systems for the school districts and the community colleges mix various revenue sources and are so different that they cannot be compared. For example, the revenues expended by the school districts comprise both State and local funds while the revenues expended by the community colleges are derived primarily from state funds. If a school district operates the program, the required local effort constitutes about 40 percent of the funding.

The question of whether adult education programs should be placed in the school districts or the community colleges arouses considerable debate. It is argued that the instruction should be offered by the school districts since the level of instruction, elementary and secondary, is their primary responsibility. Also, because the school districts own or operate many facilities in their area, they can provide greater access for adults who may not have transportation. Others argue that adults do not wish to attend classes administered by a system whose major function is to serve younger students. Moreover, it is argued that adult education participants do not wish to return to an environment in which they were unsuccessful earlier in their lives. Still others argue that the decision is best left to the local communities who are more familiar with their own educational needs and structures.

The Commission recommended provisions in the Master Plan, and the Legislature in 1983 enacted laws, which place responsibility in the Regional Coordinating Councils for determining the need for and the provision of adult education. The Councils are to assure that needs are identified and met "with maximum efficiency, cost effectiveness and minimum unwarranted duplication." The Councils are to develop agreements between school districts and colleges:

> "which provide for the assignment of fiscal and programmatic responsibility to either the local community college board of trustees, one or more of the school boards in the region, or a shared arrangement between the local community college and a school board or boards specifically agreed to by the council for the delivery of programs in the following areas: vocational education at the secondary level and below; vocational education at the postsecondary level; community instructional services; and adult

basic and high school education. This provision shall not prevent a board assigned responsibility for one or more of these programs from developing joint programs or contracting for specific instructional services with another board or agency, subject to review by the regional coordinating council." S.15(2)(b), Chapter 83-324, Laws of Florida.

Florida has a large program of adult education serving many people. Moreover, the growing magnitude and the complexity of the basic education needs of adults in Florida and the fundamental importance of having these needs met as a necessary first step in enhancing the participation of minorities and disadvantaged students in postsecondary education, suggest that Adult Education must become even larger and be prepared to serve more people. Far more crucial to the future of such adults, however, is the assurance that these programs will be effective in developing the needed learning, thinking and communication skills. We know less about the impact and scope of Adult General Education programs than any other form of education. Better information and accountability are necessary to attract the adequate funding for providing appropriate adult education services. Such documentation, and the improvements which could result, are critical antecedents to supporting a larger State effort to address the needs of high school dropouts and undereducated adults.

Recommendations

There are several initiatives that should be taken to emphasize quality, evaluation and accountability in Adult Basic and Adult High School Education:

Performance Standards

1. All Adult Basic and Adult High School programs are subject to State performance standards that equate both adult and K-12 programs. Systematic procedures and criteria are needed to provide better information and more consistency in reporting in the following areas:

   a. Numbers and kinds of students who are eligible for each of the major forms of adult education. The criteria for determining student eligibility for a certain program should be based, when appropriate, on entry level skills.

   b. Program and course content which directly meets the needs of each of the major categories of students.

   c. Exit level skills as determined by statewide tests.

d. Total evaluation and accountability for each major form of adult education including students served, value added, exit skills and progress in further education and employment after leaving. Reporting should be organized by type of course and by kind of student, and be consistent as applied across the different educational sectors.

Statewide Evaluation

2. Programs should be assessed according to the above standards and reviewed by a responsible statewide body annually.

Focus on Academic Improvement

3. Adult Basic and Adult High School programs should be composed only of courses or activities which have as their principal purposes the improvement of literacy, the achievement of the high school diploma and other forms of academic improvement.

Regional Delivery Structure

4. It is no doubt true that there is no best structural solution statewide and that the social and geographical differences across the state support a regional approach to coordination. However, greater need and the importance of having a range of different educational approaches to meet different learning styles argue that the Regional Coordinating Councils should be encouraged to explore whether a more comprehensive or varied pattern of adult education is warranted in their region. State policy should hold that the Regional Coordinating Councils view the provision of Adult Basic and Adult High School Education as being open to both public schools and community colleges.

Support Delivery by Both School Districts and Colleges

There should be no assumption that the school district has exclusive responsibility for the provision of Adult Basic and Adult High School Education unless foregone by formal agreement. State funds should continue to be generated on an FTE-basis through the FEFP in the school districts and through the CCPF in the Community Colleges. The Regional Coordinating Councils should certify program needs as defined by the FTE enrollment which exists in each program. Such reports of FTE students should be standardized between school districts and community colleges. Both the school districts and community colleges may propose programs to the Council on an equal basis and each may be funded. Once programs have been assigned by the Council to a delivery system, funds would then be distributed to that school district or community college based on its respective funding approach.

All programs, however, must be evaluated according to strict accountability standards. The Regional Coordinating Councils should be responsible for ensuring that the need for adult basic and high school education is sufficient to reach the economies of scale specified by minimum enrollments.

VI. COLLEGE PREPARATORY EDUCATION

Remedial instruction assists students in meeting a basic level of performance which should have been attained as a minimum standard in a prior level of education. The high school diploma should signify that the student does not need remedial education. The problem is that the current minimum standards in K-12 leave too wide a gap between the diploma and collegiate placement standards. Raising these minimum standards for high school graduation will at the same time define what is remedial education in college and help K-12 address it in the form of better preparation. To begin college, some graduates will require additional preparation which differs from remedial education in that it addresses skills above the high school diploma but below the collegiate placement standards. The RAISE Bill and efforts to increase the level of the SSAT will lead to better preparation in K-12 for more students. Moreover, clearer and higher collegiate placement criteria should inspire better performance while in K-12. The following discussion addresses how best to meet the needs of students who graduate from high school, having met the minimum standards but not attained the level of skills required to begin collegiate academic work.

Need for Special Program

The current gap between high school diploma standards and college-level entry skills in many cases is considerable and experienced by many students. Standards should be established which would indicate placement in college-level programs or in college preparatory programs in keeping with the following statute enacted by the 1983 Legislature:

> On or before June 30, 1984, from tests currently in use in community colleges and universities, the State Board of Education shall specify common placement tests and testing procedures which will assess the basic computation and communication skills of students entering all public community colleges and state universities. The State Board shall adopt scores below which a student is determined to need remediation. The State Board of Education shall adopt rules enabling the community colleges or state universities to implement appropriate modifications of the test instruments or test procedures for exceptional students.
>
> Community college or state university students who have been identified as requiring remediation pursuant to subsection (1) shall enroll in remedial courses to develop needed skills. These students shall be permitted to take courses concurrently in other curriculum areas for which they are qualified, while enrolled in remedial courses. Credit awarded for remedial courses shall not be counted towards fulfilling the number of credits required for a degree (S.24, Chapter 83-325, Laws of Florida).

The entry level assessments are likely to identify an even larger number of students who have high school diplomas but not the skills necessary to begin college. The State should provide the opportunity for these students to prepare further for college.

Distinct and Separate College Preparatory Program

The additional preparation of high school graduates for collegiate placement should be based on the recognition that education is sequential and that the needed programs, while not formally of the high school level (the students have diplomas), are definitely not college-level. The "in-between" nature of these educational needs suggests that the programs to meet them should be distinct and separate. These programs should be distinguished from the high school programs, which did not or could not move these students to learn more than the minimum skills, and separated from the college-level academic programs to enable the needs of each level of post-high school student to be addressed more directly and effectively by programs that specialize in offering different levels of services. Having distinct and separate college preparatory programs also will heighten the public's perception of the demand for them and increase the accountability of those services now so often confused and co-mingled with college and university level courses. College-degree credit should not be granted.

If the public is to realize the importance and necessity of college-preparatory programs, it is critical that they are formed and evaluated as discrete, separate, definable and accountable programs. The goals of these programs should be distinctive (college-entry), and the kind of students served should be clear (those intending to enter college). There should be definitive standards of entry and exit and ways to measure these standards.

The nature of the college-preparatory programs should differ from the traditional high school course content approach. The emphasis in the college preparatory programs should be on the direct enhancement of specific academic skills, i.e., reading, writing, logical thinking, and mathematical reasoning. This focus on learning skill development should differentiate these programs from regular adult high school education and A.A. programs.

While the college preparatory program would be separate from the university-parallel academic program in the community college, the students would benefit from being close to an environment in which they aspire to become a full member upon completing their supplemental education. Also, the students would be able to take college-level courses in areas in which they are qualified while concurrently taking pre-college work to strengthen deficient skills. Pre-collegiate instruction is more effective

in leading to successful collegiate-level study when the faculty at each level are located in the same general setting.

Clarification of Responsibility

Currently college preparatory work is being offered partly by the adult education programs run by school districts and community colleges, compensatory education programs in the community colleges, and too often through regular degree credit college programs. Accountability would be greater if one sector were held responsible. Accordingly, community college compensatory programs should be merged with those adult education programs serving students with high school diplomas and who intend to enter a community college or university. The merged programs should be referred to as 'college preparatory'. Such a consolidation would streamline the current dual system, and in the process eliminate any unnecessary resource duplication that exists across schools and colleges for this form of education. This combined program would best be offered under the auspices of the 28 community colleges. As the Commission stated in the Master Plan, the needs of adults, older students, and returning students who wish to enroll in community colleges or universities and who need better learning, thinking and communication skills (academic skills) are best met by community college-based programs. The students to be served in the college preparatory programs will have already stated their intention to attend the community college or university by having taken the new entry-level placement tests. This reorganization would help to distinguish and separate this form of pre-collegiate education from other levels and to place it in the proper sequence in the education continuum.

Recommendations

Raise K-12 Standards

1. As recommended in the K-12 section, high school diploma standards should be raised by 1990 to a level more closely approaching beginning college standards, thus requiring less remedial education to be offered in the colleges.

Placement Standards

2. Standards should be established in keeping with S.24, Chapter 83-325, Laws of Florida which will determine placement of students in college-level courses or in college preparatory courses.

Single Statewide Test

3. The work now being done to develop a single entry-level, placement test, which would be a derivative of CLAST, should continue. This test should be subjected to all checks of validity and reliability before being considered as an alternative to the existing placement tests mandated above.

College Preparatory Program

4. Community college compensatory programs should be merged with adult education programs serving students with high school diplomas who intend to enter a community college or university. These merged programs should be referred to as college preparatory courses and provided by community colleges exclusively.

Performance Standards

5. Statewide standards for college preparatory courses should be established which define acceptable levels of competencies required, student rates of progress, and total time allowed for completion.

VII. STANDARDIZED TESTING IN POSTSECONDARY EDUCATION
COLLEGE-LEVEL ACADEMIC SKILLS TEST (CLAST)

The Commissioner of Education in October, 1983, appointed a statewide panel for CLAST standards which made the following key recommendations:

1. That a phased-in approach to qualifying scores be established according to the following schedule:

	1984	1986	1989
Essay	4	4	5
Reading	18	20	26
Writing	19	20	23
Computation	18	22	30

   The effect of the graduated approach is to provide K-12, but particularly postsecondary education, with the lead time needed to improve the preparation of all students. The Panel took into account the nature and difficulty of the items and the extent to which students have had the benefit of instruction in the skills being tested, as well as the impact which the proposed scores would have had on students who took CLAST in March and October, 1983. The impact of the proposed CLAST scores is displayed in Tables 6 and 7. On the March 1983 form of CLAST, the proposed score of 18 in Reading is 53% of the 34 scored items on that form of the subtest; the proposed score of 19 in writing is 66% of 29 items; and the proposed score in computation is 37% of 49 items. The proposed score of 4 on the essay is based on a score which runs from 2 through 8. The Panel concluded that the scores recommended for August 1984 represent levels of achievement which are too low to be acceptable except as a place to begin. The qualifying scores in the initial years, while low in each area are especially low for computation, effectively weighting this area less.

2. That the State Board of Education revise its rules to permit students who pass three out of four subtests to enroll in upper-division courses or programs for which they are otherwise eligible, for up to two semesters, during which time they must satisfy the full CLAST requirements by passing all four subtests. The Panel, however, recommended that students should be awarded an A.A. degree without passing the failed subtest.

The Joint PEPC-Legislative Committee generally agreed with the recommendations of the Commissioner's panel, but added the requirement that a study be conducted to relate CLAST performance to students' prior performance in college (GPA). In

TABLE 6

IMPACT OF PROPOSED CLAST SCORES
BY ETHNIC/RACIAL GROUP

Proposed Scores:	Computation	Reading	Writing	Essay
Raw Scores	18 (49)	18 (34)	19 (29)	4 (2-8)
Scaled Scores	262	261	266	4

PASSAGE OF 3 OF 4 SUBTESTS

	Total Number	Percent Passing
All Examinees	14,439	91
White Examinees	10,760	96
Black Examinees	1,018	68
Hispanic Examinees	994	88
Asian Examinees	98	77
American Indian Examinees	42	91
Others, Including Foreign Nationals	1,427	76

PASSAGE OF 4 OF 4 SUBTESTS

	Total Number	Percent Passing
All Examinees	14,439	75
White Examinees	10,760	83
Black Examinees	1,018	44
Hispanic Examinees	994	67
Asian Examinees	98	57
American Indian Examinees	42	74
Others, Including Foreign Nationals	1,427	50

Source: Florida Department of Education, College-Level Academic Skills Project, 1983

TABLE 7

IMPACT OF PROPOSED CLAST SCORES
ON BLACK/HISPANIC/WHITE EXAMINEES
SUBTEST ANALYSIS

Proposed Scores:	Computation	Reading	Writing	Essay
Raw Scores:	18 (49)	18 (34)	19 (29)	4 (2-8)
Scaled Scores:	262	261	266	2

PERCENTAGES FAILING ESSAY SUBTEST

All Examinees	11%
White Examinees	7%
Black Examinees	29%
Hispanic Examinees	24%

PERCENTAGES FAILING WRITING SUBTEST

All Examinees	6%
White Examinees	3%
Black Examinees	20%
Hispanic Examinees	11%

PERCENTAGES FAILING READING SUBTEST

All Examinees	9%
White Examinees	3%
Black Examinees	35%
Hispanic Examinees	17%

PERCENTAGES FAILING MATH SUBTEST

All Examinees	9%
White Examinees	6%
Black Examinees	32%
Hispanic Examinees	10%

Source: Florida Department of Education, College-Level Academic Skills Project, 1983

addition they recommended that academic support services should be funded by the State based on a formula rewarding success, that FTE earnings and financial aid continue, and that the time allowed for the test be extended to accommodate the needs of students from bilingual and bidialectical backgrounds.

The Commission reviewed the reports of the CLAST Panel and the Joint PEPC- Legislative Committee and adopted the following recommendations.

Recommendations

A.A. Degree

1. The qualifying scores recommended by the CLAST panel are acceptable, but the A.A. degree should not be awarded if the student passes only three of the four subtests.

Upper Division Entry

2. Students who fail only one subtest should be admitted into upper division courses for which they are otherwise eligible and given a year to pass the failed subtest; however, passage of all four subtest should be required in 1989 for entry into the upper division. The Department of Education should develop rules to facilitate admission into the upper division.

Additional Academic Support

3. Students who fail to meet the criteria for passing CLAST should be provided with counseling and academic assistance needed to prepare them for successful passage. These students should be provided services available through the College Academic Support System discussed in the next section. They should continue to be eligible for financial aid and to be counted as FTEs in the school's budget allotment for a period of one year. However, beginning in 1986, for those students who have passed entry level tests and who fail CLAST, the cost of such further preparation, which may extend up to two semesters, should be borne by the college.

Coursework Performance

4. A study should be conducted by the Department of Education that will relate student performance on CLAST to prior student performance (GPA) and to student curricular activities in college. Recommendations for the modification of CLAST or the curriculum should be made, as necessary.

Special Financial Support

5. A formula should be devised that would appropriate special support service dollars to institutions that demonstrate a commitment to improving the passage of CLAST by disadvantaged students through greater emphasis in the curriculum on basic skills education,

particularly reading, writing and mathematics. The special funds also should be linked to the eventual success of the funded activities in improving the passage rate on CLAST. The formula should be based on at least the following factors:

a) The extent of emphasis on basic skills education in the curriculum as measured by the amount of reading, writing and math required
b) Passage rate on CLAST
c) Improvement in CLAST passage rate over time
d) Number and percentage of minority and disadvantaged students who pass CLAST, so that institutions which serve a higher percentage will be rewarded to a greater degree.

Test Validity and Reliability

6. The State should assure that all State mandated tests measure what they are designed to measure, and that they measure well. Test development, administration and evaluation should be carefully monitored to avoid bias against any ethnic or racial groups. All testing development and review procedures should include minority faculty representation and experts in the area of testing and testing bias. All standardized testing should be monitored to assure uniformity in administration statewide.

Time and Test Topics

7. The amount of time allowed for students to complete portions of a test should be extended where found necessary and educationally beneficial, and where necessary to assure that students from bilingual and bidialectical backgrounds are given sufficient time to complete the exam. Additionally, the number of allowable topics for the essay exam should be expanded.

VIII. IMPROVING THE PERFORMANCE AND RETENTION OF MINORITY AND DISADVANTAGED STUDENTS IN POSTSECONDARY EDUCATION

Once minority and disadvantaged students succeed in entering postsecondary education it is essential that services be provided to support their retention and the completion of their postsecondary goals. Retention should not be viewed as a specific program. Retention of disadvantaged and minority students should be an institutional commitment which is visible in every procedure and policy and should be reflected in the attitudes and behavior of every person employed at the institution. For this to occur, the president and trustees should continually make faculty and staff aware of the institution's commitment to improving retention. There must be an organized staff development plan with specific objectives related to retention. College-wide staff development efforts should be undertaken that focus attention on the need to support and retain minority and disadvantaged students in postsecondary programs.

The Importance of Quality Academic Advisement

Quality academic advising has repeatedly been identified as the cornerstone of successful student retention. The academic advisor is the coordinator of the student's educational experience. Good academic advising is helping a student define and develop realistic goals, perceiving accurately the needs of a student, and successfully matching them with institutional services. Particularly with respect to disadvantaged students, the academic advisor plays a crucial role. Disadvantaged students often are academically under-prepared and selection of appropriate course work is essential for the student's success and self-confidence. Additionally, the academic advisor may frequently serve as a role model for students. It is important that there be sufficient minority representation in the advisement process to provide for these role models.

Recognizing the critical importance of academic advising, both the Board of Regents and the Division of Community Colleges have requested funds to expand and enhance academic advising. Currently, advising and counseling are conducted in a variety of ways by various institutional personnel. There are a number of examples of successful advising, but for the most part administrators, faculty, and students have all indicated that academic advising could be vastly improved. It is important at this juncture to examine the state's efforts to provide quality academic advisement services to students and to identify exemplary programs so that they may be replicated elsewhere in the state. Also, academic advisement should be reviewed as a part of each board's program review process.

Data Collection and Analysis

In examining the retention issue, several obvious needs emerged concerning statewide data collection and analysis. Currently there is no summary information indicating unduplicated headcount enrollment of students in learning laboratories, developmental courses, and other special service situations. Accurate data must be gathered to document the impact that these services have on minority and disadvantaged students. Funds should be provided to the Board of Regents and the Division of Community Colleges to devise a means to obtain this information and to compile the results. The results of entry level tests, to be implemented soon, and CLAST should be used in determining the need for these special services.

While the Board of Regents has conducted data analysis of the attrition of Black students in the State University System, there is apparently no comparable analysis done for Hispanic students. Examining attrition rates in the community colleges poses an additional challenge. Many community college students enroll for the purpose of completing certain courses but do not intend to earn a degree. Admissions procedures, however, frequently result in these students being counted as program enrollments. Therefore, the information obtained from current Division of Community College reports of completers and leavers is inappropriate for obtaining accurate attrition data. Additionally, those students who enroll part-time and who frequently must "stop-out" for one or more terms are also reported as program leavers, again indicating inaccurate attrition. Consequently, no information is currently available which documents an accurate attrition rate of Blacks or Hispanics in Florida's community colleges. The Division of Community College's should be supported in their efforts to proceed as rapidly as possible with clarifying its data system to determine and monitor student goal completion.

Development of College Academic Support Systems

As discussed earlier in the sections on college-preparatory education and CLAST, new expectations and new support systems are required to enhance the quality of postsecondary education. To address these critical requirements in postsecondary education in Florida, we have proposed that a comprehensive College Academic Support System be established, or formalized, at each postsecondary institution. This program, which would require the development of an individual plan for each student needing college prep work, would also provide the following services: 1) a big brother/big sister program, 2) an extensive orientation and study skills development program, 3) developmental reading, where necessary, and 4) exposure to a professional mentor. This comprehensive support network will assist students who have inadequate preparation, who have difficulty with CLAST and who need assistance in completing a postsecondary education.

Recommendations

Model Programs

1. Exemplary programs in the state's community colleges and universities designed to provide academic advisement and support which contribute to the retention of minority and disadvantaged students should be identified and assessed so that information pertaining to these successful approaches may be distributed systemwide.

Staff Development

2. College-wide staff development programs should be conducted which focus on improving the retention of minority and disadvantaged students. Those individuals who have demonstrated success in this area should be utilized in conducting these efforts.

Program Review

3. Academic advisement and support systems in community colleges should be included in periodic review procedures.

Student Goal Completion

4. In order to collect data that more accurately reflect the educational intent of students, the Division of Community Colleges should continue to implement a procedure in community colleges for determining and monitoring student goal completion. This procedure should include a revision of definitions for student completers and leavers of community college Associate of Arts programs.

Need for Special Support

5. The scores on entry level diagnostic tests and CLAST exams should be utilized systemwide to determine the numbers and percentages of minority students in community colleges and universities who need academic support services.

Annual Report

6. The State Board of Community Colleges and the Board of Regents should provide an annual data analysis to the Legislature on the enrollment and retention of Black and Hispanic students in postsecondary education.

College Academic Support System

7. A College Academic Support System should be established, or formalized, at each postsecondary institution serving students diagnosed as needing college preparatory or CLAST support education. This system would have the following components:

   a. A College/Career Plan - An educational plan should be developed for each student that would identify college and career goals, assign faculty responsibility for advisement, identify areas where college preparation is

needed, specify instructional approaches for mastering those skills, delineate procedures and time frames for evaluating the results of college preparatory efforts, and identify any supportive services required such as counseling, tutoring, and others.

b. A Big Brother/Big Sister Program - Entering students should be assigned experienced college students to whom they could turn for support and advice.

c. A Study Skills/Orientation Program - Entering students needing college preparatory courses should be required to participate in an extensive college orientation program that would focus on developing study, library and test-taking skills.

d. An intensive developmental reading program should be developed and participation required for each entering student diagnosed as having deficient reading skills.

e. A Professional Mentor Program - During the last semester of community college every effort should be made to link the student with an individual in the community who works in the professional area in which the student aspires to work.

IX. REPRESENTATION OF MINORITIES AS FACULTY IN THE HIGHER EDUCATION SYSTEM IN FLORIDA

Considerable gains have been made by community colleges in hiring Black professionals, faculty and administrators. In 1983, Blacks comprised 9.3 percent of all faculty, 13.8 percent of other professionals, and 10.7 percent of executive, administrative and management personnel in Florida's community colleges (Table 7). The percentage of Black faculty and administrators exceeded the percentage of Black students. Considering the available labor pool, the community colleges should be commended for their efforts to recruit and hire Blacks.

The State University System reports Blacks comprising 6.3 percent of the faculty, 9.1 of other professionals, and 11.3 percent of executive, administrative and management personnel. However, if FAMU is not included in the analysis, those percentages drop considerably to 3.1 percent of the faculty, 6.3 percent of other professionals, and 6.1 percent of administrative and management personnel in the State University System.

Table 7
Representation of Minorities as Faculty
In Public Postsecondary Education
In Florida, 1982-83

SUS System	Total	Black	%	Hispanic	%
Faculty	6355	400	6.3	107	1.7
Other Professionals	2867	260	9.1	76	2.7
Exec/Adm/Mgmt	1549	175	11.3	21	1.3
Community Colleges					
Faculty	4540	420	9.3	168	3.7
Other Professionals	814	112	13.8	22	2.7
Exec/Adm/Mgmt	868	93	10.7	22	2.5

Source: EEO-6 Reports, Community College MIS and State University System MIS

The greatest weakness in minority hiring, however, relates to the significant underrepresentation of Hispanic staff at all levels in postsecondary education in Florida. While Hispanic students comprise 12.2 of the community college enrollments, Hispanics comprised only 3.7 percent of faculty, 2.7 percent of other professionals, and 2.5 percent of executive, administrative and management personnel in the State's community colleges. Hispanics could be considered scarce resources in the State University System, comprising 1.7 percent of faculty, 2.7 percent of other professionals, and 1.3 percent of executive,

administrative and management personnel. It is clear that a concerted effort should be made to develop and recruit Hispanic faculty and administrators in Florida.

A significant relationship exists between having strong minority representation in faculty and administrative positions and retention of minority students. Minority faculty and administrators serve as role models and can relate to the challenges and frustrations of minority students as they proceed through postsecondary education. Additionally, it is the presence of minority faculty and administrators that frequently inspires minority students to continue their studies in graduate and professional programs. By increasing the number of minority faculty and administrators, many of the problems of minority students will be addressed as well. The following recommendations are offered to increase minority participation asfaculty and administrators in the State's postsecondary institutions:

Recommendations

Recruitment and Preparation

1. The recruitment of minority faculty members should follow established guidelines related to the percentage of specific minorities in the labor pool. At the same time it is imperative that strategies and programs be put in place to prepare an increased number of minority faculty (See Graduate and Professional recommendations).

Evaluation Criteria

2. The recruitment of minority faculty should be one of the criteria considered in evaluating university and community college presidents and determining salary increments.

Training Programs

3. Administrative training programs should be provided for minority employees (faculty and other professionals) in order to promote a higher representation of minorities in the administration of Florida's colleges and universities.

Administrative Internships

4. In order to provide minority participants with intensive quality executive experience state funds should be provided for internships for minority group members to serve with top administrators in public and private colleges and universities throughout Florida. Participants should be drawn from both private and public sectors.

Private Contracts

5. One criterion in the evaluation for the granting and renewal of contracts to private institutions should be the degree to which the institution meets the state norm in terms of minority faculty and student recruitment.

X. FINANCIAL AID ISSUES AFFECTING MINORITY PARTICIPATION IN POSTSECONDARY EDUCATION

The availability of adequate and appropriate financial aid is extremely important to minority and disadvantaged students considering postsecondary education options. The Commission has focused on two areas of primary concern: 1) facilitating the dissemination of timely information so that students may pursue postsecondary options and 2) providing adequate and appropriate financial aid support through state programs.

Facilitating the Dissemination of Information

Financial aid forms are exceedingly difficult for the average person to complete. They are generally viewed as being more intimidating than IRS forms. Few minority and disadvantaged students receive any parental assistance in completing these forms. Even for those students who can secure assistance in completing financial aid forms, they are mailed off to Iowa City or Princeton and students don't know what to expect until they hear from a college usually in late summer. Even if students review pamphlets explaining Federal and State financial aid programs, they find it difficult to comprehend what they might expect in terms of dollars and work opportunities. Students are confronted with a complicated form, little and late feedback, and a mysterious process that somehow produces a "financial aid package" if they are eligible. This process makes it very difficult for students to understand their options and to plan and exercise choice among postsecondary institutions. Little counseling assistance is available to help students through the financial aid application process.

Understanding options for private financial aid can even be more challenging. It is extremely difficult for the average high school student, teacher, or counselor to keep track of all the private financial aid programs available to students. Even if general information is known, submission deadlines, qualification criteria, and contact persons frequently change from year to year. Many Florida students are never made aware of nor encouraged to apply for national scholarship awards.

Therefore, the State should develop a central information bank regarding public and private sources of financial aid for students. This information should be kept current and updates should be periodically distributed to school districts and postsecondary institutions. By computerizing this system, students could gain direct access to the information. Students could enter information regarding their background and receive a listing of financial aid programs and dollar amounts for which they might be eligible and information about the application process. This should provide valuable assistance as well to counselors and financial aid administrators who often do not

have adequate time to provide such information to students on an individual basis.

By developing a user-friendly computer system that could be installed in each high school and/or community college the financial aid process can be somewhat demystified. Students would be able to get a general idea of the amount and type of financial assistance they would be eligible to receive. This should serve to motivate as well as inform students regarding their postsecondary opportunities.

It is also important, however, to know as early as possible about one's financial situation. Given Florida's legislative schedule, it has been difficult to inform students in a timely fashion regarding their financial aid packages. For example, in 1983 there were approximately 66,000 applicants for Florida Student Assistance Grants (FSAG). With no final appropriation until mid-July, it was extremely difficult to notify students before the opening of school regarding their FSAG awards; awards did not go out until September or later. This processing problem was compounded due to the reprogramming required by the change in the distribution system. Although most schools give students contingency notices regarding FSAG awards, many disadvantaged students are reticent to pursue postsecondary education without some assurance of their future financial situation. It has been reported that quite a few talented, but financially poor students were not able to cope with the insecurity of tentative financial aid packages, and joined the military or acquired jobs below their ability level instead of going on to college. A recent report of the National Association of College Admissions Counselors states that timely information about the availability of funds to pay for college is central to a high school student's decision of whether and where to attend college. Therefore, consideration should be given to forward funding FSAG and to increasing DOE's computer processing capacity, so that students could be informed earlier of their awards.

Provision of Adequate State Financial Aid

In addition to providing more information and more timely notices of awards, it is important that the State provide adequate funds so that disadvantaged and minority students can have greater access to postsecondary education. Currently FSAG recipients come from extremely poor home situations. In 1983, of the approximately 66,000 applicants for the FSAG Program, there were funds available to make approximately 20,000 awards. The only students attending public institutions who received first-time FSAG funds were those for whom the family resources were calculated to be below what is needed to maintain the family (a negative family contribution). If the family contribution was calculated at zero (0) for dependent students, these students were not among those awarded aid. Independent students attending public institutions were not eligible since

the way need is calculated prevented them from receiving a negative family contribution. For example, this year there were 632 students for whom the family contribution was calculated as zero (0) who received no FSAG funds.

Another way to assess the need for an FSAG award is to look at the income level of recipients. Table 8 shows that over 90 percent of the eligible recipients were from income levels below $9,000 annually. Since the poverty level is calculated at approximately $9,800 for a family of four, it is clear that FSAG recipients demonstrate great financial need. The Commission stands by its position that the priority for distribution of FSAG awards should be given to students with the lowest total family resources, taking into consideration the receipt of Pell Grants and student contributions to educational costs. The legislature should also consider increasing the amount of an award (currently capped at $1200) and increasing the total appropriation for the FSAG Program.

In reviewing the collection of student fees for financial aid purposes, the Commission is concerned that there has not been an adequate focus on awarding dollars on a needs basis. It has been estimated that student fees for financial aid purposes could generate approximately $10 million statewide: $5 million for universities and $5 million for community colleges. Currently, it is extremely difficult to determine how these funds are being used, since there are no requirements that expenditure reports be centrally collected. The statutes stipulate that these fees are to be used for financial need and to recognize academic merit. Up to 25 percent or $50,000, whichever is greater, of the fees collected at community colleges may be used to assist students in athletics, public service, cultural arts, and other extracurricular programs. As presently authorized, each university may set up its program to address whatever priority it wants as long as the broad objectives identified above are met. Without policies or reports of expenditures at the state level, however, it is impossible to determine what objectives are being met.

As was stated in the financial aid supplement of PEPC's Master Plan,

> At least 70% of the funds collected through this aid fee at each school should support need-based student assistance in keeping with the statutory priority placed on this use of financial aid. Criteria for the use of these funds should be developed by the State Board of Community Colleges and the Board of Regents and should be consistent statewide...Both full- and part-time students should be allowed to receive support from this source based upon individual student needs and institutional priorities.

A major purpose for authorizing the collection of these fees was based on the belief that financial aid personnel at the

TABLE 8

DISTRIBUTION OF
FLORIDA STUDENT ASSISTANCE GRANTS (FSAG)

1983-1984

INCOME LEVEL	ELIGIBLE RECIPIENTS	PERCENT	TOTAL AMOUNT	AVERAGE AWARD	FRESHMAN	SOPHOMORE	JUNIOR	SENIOR
$ 0 - $ 1,499	10,342	52.4	$ 7,203,739	696	3,169	2,748	2,286	2,139
1,500 - 2,999	2,293	11.6	1,677,738	731	828	586	468	411
3,000 - 5,999	3,376	17.1	2,522,591	747	1,318	864	671	523
6,000 - 7,499	1,146	5.8	873,836	762	479	296	222	149
7,500 - 8,999	824	4.2	629,573	764	371	207	141	105
9,000 - 11,999	974	4.9	765,028	785	356	253	194	171
12,000 - 14,999	430	2.2	356,657	829	162	95	95	78
15,000 - 19,999	276	1.4	240,120	870	78	67	69	62
20,000 - ABOVE	81	.4	66,189	817	21	17	19	24
T O T A L	19,742	100.0	$14,335,471	726	6,782	5,133	4,165	3,662

Source: Florida Department of Education, Office of Student Financial Assistance

postsecondary institutions are closest to the financial difficulties of their students, and can judiciously distribute these funds where most needed. These funds should be targeted to assist disadvantaged students to remain in college, and should be used to help part-time students as deemed necessary by the institution. Another recommendation intended to promote the retention of minority and disadvantaged students relates to extending for one year the time that students can receive financial aid in order to allow such students the opportunity to pursue college-prep or CLAST support courses.

Recommendations

Better Information about Financial Aid

1. A user-friendly computer program should be developed to be used in the State's high schools to provide students with immediate feedback regarding their options for public and private financial assistance to pursue postsecondary education. This system should be updated annually and provided to the schools during the fall semester.

Forward Funding

2. Consideration should be given to the forward funding of the Florida Student Assistance Grants, and the Office of Student Financial Assistance computer capability should be expanded so that financial aid awards may be made in time for students to plan their postsecondary options.

Increased Need-Based Aid

3. The FSAG Program should continue to move in the direction of giving priority in FSAG awards decisions to students with the lowest total family resources, taking into consideration the receipt of Pell Grants and student contributions to educational costs. Based on the low income level of FSAG recipients, consideration should be given to increasing the total amount appropriated and to increasing the amount available for an individual award.

Institutional Financial Aid

4. At least 70% of the funds collected through student fees for financial aid at community colleges and universities should support need-based student assistance. Priority attention should be given to retaining disadvantaged and minority students, and to supporting part-time students in retention efforts. Guidelines for the use of these funds should be developed by the Board of Regents and the State Board of Community Colleges. Reports of expenditures of these funds should be made annually to the Office of Student Financial Assistance, the Board of Regents, the State Board of Community Colleges, and to the Legislature.

Extend Eligibility for Students Enrolled in College Preparatory or Special CLAST Programs

5. In order to assist in the retention of minority and disadvantaged students in postsecondary education, participation in and completion of college preparatory courses should enable students to be eligible for state financial aid programs for a period of one year.

6. State financial aid policies should be reviewed and revised to accommodate those students who may require more than eight semesters to complete college due to their participation in college preparatory or CLAST support courses. These students should be eligible for financial aid for an extended year. The Board of Regents and the State Board of Community Colleges should develop guidelines for institutional financial aid policies that provide adequate time frames for student completion. These policies should allow for financial aid for an additional year for those students who participated in college preparatory and CLAST support courses.

Application Process

7. The deadline for the submission of financial aid application forms should be changed from April 1 to April 15 to correspond with the submission of income tax returns so that disadvantaged students will not be constrained in applying for financial aid due to their parents' schedule in filing income tax forms.

Reporting

8. Information regarding the race and ethnic origin of financial aid applicants should be a mandatory report requirement.

Analysis of Financial Aid Policies

9. The Department of Education in conjunction with the Board of Regents and the State Board of Community Colleges should continue to develop the capacity to simulate the impact of alternative financial aid policy options on student access. The annual need for state financial aid programs should be related to: 1) student population trends, 2) federal program spending level fluctuations, and 3) economic conditions.

XI. POSTSECONDARY EDUCATION NEEDS OF STUDENTS WITH LIMITED KNOWLEDGE OF ENGLISH

Language is a vital component of personal and cultural identity and the presence in Florida of people speaking languages other than English is a vital feature of Florida's social and economic composition. Indeed, Hispanics are the fastest growing minority group in the state. The ability to speak more than one language is a strength and students who speak another language in addition to English bring a talent to be developed, not a disability to be overcome. However, the acquisition of English-language skills is a prerequisite for full and effective participation in most aspects of life in the United States, including postsecondary education.

K-12 Bilingual Preparation

Some of the problems that students of limited English proficiency encounter at the postsecondary level could be addressed more effectively and efficiently in K-12. The bilingual program offers students instruction in English appropriate to their age and language skills. Clear performance standards are needed in K-12 bilingual programs to ensure that the students receive English language skills as early as possible. Parity in language skills should be the goal of all bilingual programs. Furthermore, program effectiveness should be more carefully monitored by the State and information should be gathered on the students' performance at the exit point and on the student's progress after leaving the program. School districts should receive annual reports regarding the progress of their bilingual students in postsecondary institutions.

Postsecondary English-Language Instruction

Courses in English to Speakers of Other Languages (ESOL) are offered in most of the State's postsecondary institutions. These courses are utilized not only by immigrants, refugees, and the foreign-born, but also by native-born American students who speak a non-standard dialect of English.

The last decade has seen a tremendous increase in the number of postsecondary students with limited English proficiency in Florida. Miami-Dade Community College, for example, has more foreign students than any other U.S. postsecondary institution. The Division of Community College reports a 1000 percent increase in students with limited English proficiency in just three years.

Students Reported as Having
Limited English Proficiency

Year	Number of Students
1980	1,134
1981	4,752
1982	10,996

Source: Florida Department of Education, Division of Community Colleges, 1983

A corresponding expansion has occurred in the number of ESOL courses. In 1978, nine of the community colleges offered 26 ESOL courses. By 1983, 13 colleges were offering 64 courses. The Statewide Course Numbering System now has 68 different courses listed in its inventory. In the community college system, all the courses are assigned three hours of college credit. However, each institution decides how many credit hours may count for an associate degree. Considerable disagreement exists over the proper role of ESOL in postsecondary institutions. Though the level of English taught in ESOL is typically below that of college English courses, many people argue that ESOL should not be considered remedial because students are acquiring these skills for the first time. ESOL courses need to be carefully reviewed to determine which if any offerings are collegiate in nature and should be awarded college credit.

Need for State Data Collection and Policy Guidelines

Presently little information exists at the State level on the extent of need for ESOL courses nor are there any state policies on how such courses should be offered and funded. Before state policymakers can develop policy, the following questions need to be addressed:

a. Students - Who are the students in need of ESOL? Are they international students, permanent residents, refugees, or U.S. citizens?

b. How are students placed in ESOL courses? Through self-referral, faculty-referral, diagnostic testing or other mechanisms? What criteria are used?

c. Who teaches ESOL courses? Faculty, staff or paraprofessionals? What preparation is required of teachers?

d. How are the programs administered at the institutions? Are they offered through the adult education, continuing education, study skills centers or academic departments? If offered in academic departments, are

they offered in the English, Foreign Language, Linguistics or other departments?

e. At what level are the courses being offered and what kind of credit do they carry: no credit, credit toward certification, elective credit toward a degree, lower division credit or upper division credit?

The Board of Regents and the State Board of Community Colleges in conjunction with the State Advisory Council on Bilingual Education should survey the postsecondary institutions to determine what kind of ESOL courses are being offered and the nature of the students who are enrolling in them. Each Board should develop state policy on the administration and accrediting of these courses.

Adult English-Language Instruction

A large number of students needing English-language instruction are served by Adult Education programs. The 1982 Legislative proviso concerning the Adult Education Program established priorities for serving different types of adult students. Adults who do not have an eighth grade education or high school diploma are considered priorities 1 and 2. Adults with high school diplomas are considered 3rd and 4th priorities. However, a significant number of adults in the State have a high school diploma but do not have adequate English-language skills. For example, graduates of Puerto Rican high schools or graduates of high schools in other countries may have high school level skills in most areas and yet are effectively prevented from pursuing further education or employment because of a language barrier. Because the language barrier is as severe an obstacle to employment for non-English speaking adults as a lack of elementary or secondary skills is for adults in priority 1 and 2, consideration should be given to including the English-language students in priorities 1 and 2.

Bilingual Vocational Education

Bilingual vocational education is of particular concern. Few educational programs exist for persons who lack both job skills and English-language skills. Special programs are needed for students who have difficulty understanding the instructor, textbooks, tests, directions and safety information and who are unaware of certain behavior necessary for obtaining and maintaining employment. Many have an immediate need for vocational training so that they can find adequate employment. Florida International University currently has a Federally funded program in which thirty vocational instructors, counselors and aides and thirty ESOL instructors receive inservice training in methods and materials in bilingual vocational education. The Division of Vocational Education should assess the need for expanding job-entry bilingual

vocational education offerings and determine the adequacy of bilingual vocational materials.

Utilizing the Linguistic Talents of Bilingual Students

It is important that postsecondary institutions acknowledge and utilize the linguistic talents of bilingual students by providing them with opportunities to use their language skills. These kinds of opportunities benefit students as well as the institution by enhancing student involvement in the college experience and by providing on-campus employment of interest and value. Postsecondary institutions should utilize the talents of bilingual students as fully as possible. For example, their talents can be used for community liaison and student recruitment and orientation programs, in academic tutoring and personal counseling, for tutoring and teaching assistance in foreign language courses and for research assistance on projects concerned with studying language-related issues or with collecting information on ethnic communities.

Recommendations

Equal Skill Levels in K-12

1. The K-12 bilingual program should strive for skill levels in parity with native students and progress toward that goal should be periodically measured, and assessed at the exit point. The assessment mechanism should be common to all programs. High performance standards should be required of students in the K-12 bilingual program to ensure they receive strong English-language skills.

Feedback to K-12

2. The performance of students who have been in the K-12 bilingual program and who require English-language courses at the postsecondary level should be addressed separately in the feedback system for reporting the performance of postsecondary students to the high school (S. 25, Chapter 83-325, Laws of Florida).

Postsecondary Support

3. Postsecondary educational institutions should provide the instructional services and resources necessary to develop the English-language skills of students whose progress in postsecondary education is limited by their language skills.

ESOL

4. The State should continue to subsidize the teaching of English to Speakers of Other Languages (ESOL) courses in the adult education program and at postsecondary institutions where there is student demand.

Survey of ESOL Courses

5. The Board of Regents and the State Board of Community Colleges in conjunction with the State

Advisory Council on Bilingual Education should survey their institutions to determine what kind of ESOL courses are being offered, the nature of the students who are enrolling in them, and the nature of the credit that is assigned to these courses. Each Board should develop state policy for common administration and accrediting of these courses.

Statewide Standards

6. Common skills levels and assessment procedures should be required of all postsecondary ESOL programs so that their effectiveness can be monitored.

Eligible for Financial Aid

7. In order that students who have limited English proficiency not be penalized unduly in the area of financial aid or immigration status, participation in ESOL courses should be counted as hours earned necessary for the retention of FSAG awards, but credit toward a degree shall not be granted.

Adult Education

8. Because the language barrier is as severe an obstacle to self-sufficiency and employment for non-English speaking adults as a lack of elementary or secondary skills is for adults, consideration should be given to including the English-language students in priorities 1 and 2 in Adult Education Program appropriations.

Bilingual Vocational Education

9. The Division of Vocational Education should assess the need for bilingual vocational education to teach job entry skills and to provide inservice training to instructors, administrators and counselors in the teaching of ESOL instruction and other-language vocational education. The Division of Vocational Education in conjunction with the Regional Coordinating Councils should assess the need for the development of appropriate job entry bilingual vocational education materials and the most cost-effective means of providing them, perhaps in consort with other states. Vocational education should be offered bilingually only as a measure to permit adults whose lack of both English-level skills and job market skills prevent them from being gainfully employed. The bilingual instruction should be restricted to job-entry skills and should be followed closely with English-language instruction.

Utilize Bilingual Talents

10. Postsecondary institutions should utilize the talents of bilingual students in community liaison efforts, in student recruitment and

orientation programs, in academic tutoring and personal counseling, for tutoring and teaching assistance in foreign language courses and for research assistance on projects concerned with studying language-related issues or with collecting information in ethnic communities.

XII. GRADUATE AND PROFESSIONAL EDUCATION

Advanced education is an important route to positions of leadership in the country. Despite some gains in the past decade, minority enrollments in graduate and professional schools in Florida remain low, falling proportionately far short of white enrollments at these higher educational levels. Black enrollments in graduate education in the State University System have decreased 40 percent between the Fall of 1977 and the Fall of 1982. (Black enrollments declined from 7.37 to 4.79 percent of total enrollments over the five year period.) The number of Black first professional degree enrollments has always been extremely low, ranging from 4.33 to 5.28 percent of total degress granted to all students (Table 9).

Hispanic enrollments are very low for both graduate and first-professional degree students. The percentage of Hispanic first-professional degree students has ranged from 3.59 to 4.51 percent between 1977 and 1982; the percentage of graduate students has ranged from 2.54 to 3.58 percent (Table 10).

To address the shrinking pool of minority students in graduate and professional schools, other states have sponsored an annual information and recruitment conference for minority graduates from the State's private and public colleges. The purpose of this conference is to provide information regarding graduate and professional school options and to motivate students to continue their studies. This approach has been successful in increasing minority enrollments in graduate programs in other states, and it should be tried in Florida.

Another strategy for recruiting minority students into graduate programs has been to encourage minority faculty and alumni to be involved in recruitment efforts and to visit colleges and meet with students. This effort, currently underway in the State University System, should be expanded and extended to include visits to private colleges, as well. In addition, university faculty should be encouraged to counsel minority students to consider graduate and professional school options, and students should be provided assistance in improving their scores on the various standardized graduate admission tests.

Frequently it is a minority faculty member that inspires and encourages a minority student to continue his or her studies. By increasing the number of minority faculty members in the State, more role models are available to communicate higher aspirations. The McKnight Foundation in Minnesota, recognizing a need to increase the numbers of minority faculty in the colleges and universities of Florida, has announced a minority doctorate fellowship program. The program will provide 25 annual fellowships for minorities. Grants for tuition and

TABLE 9

STATE UNIVERSITY SYSTEM ENROLLMENT OF BLACKS IN UNDERGRADUATE, PROFESSIONAL, AND GRADUATE PROGRAMS

	Fall 1977		Fall 1978		Fall 1979		Fall 1980		Fall 1981		Fall 1982	
Degree	% Black	Number Black	% Black	Number Black	% Black	Number Black	% Black	Number Black	% Black	Number Black	% Black	Number Black
Undergraduate	11.00	10,523	10.94	11,028	10.56	11,004	10.17	11,036	9.58	10,459	8.85	10,001
First Professional	4.67	116	5.09	134	4.82	135	4.33	123	5.21	150	5.28	151
Graduate	7.37	1,116	7.05	1,078	6.14	935	5.07	818	4.84	807	4.79	814

Note: Data are percent black of all race/ethnic groups.
Data are from Tables B-15 through B-18 in Florida's Desegregation Status Reports (1977-78 through 1982-83).

Source: State University System, MIS.

TABLE 10

STATE UNIVERSITY SYSTEM ENROLLMENT
OF HISPANICS
IN UNDERGRADUATE, PROFESSIONAL, AND GRADUATE PROGRAMS

	1977-78		1978-79		1979-80		1980-81		1981-82		1982-83	
Degree	% Hisp.	Number Hisp.	% Hisp.	Number Hisp.	% Hisp.	Number Hisp.	% Hisp.	Number Hisp.	% Hisp.	Number Hisp.	% Hisp.	Number Hisp.
Undergraduate/ Unclassified	4.58	4,353	5.08	5,121	5.20	5,418	5.81	6,304	6.20	6,770	6.84	7,731
First Professional	3.59	89	3.95	104	3.79	106	3.87	110	3.96	114	4.51	129
Graduate	2.54	385	2.97	454.	3.17	482	3.58	577	3.17	528	3.58	608

Source: State University System, MIS.

stipends will vary between $10,000 and $15,000 per year and will be given for three-year periods with the sponsoring institution funding the final year of the program. The Foundation will provide up to $1,000,000 per year for a three-year period. If implemented, this program would serve to increase the number of minority students in the State's graduate programs, as well as to provide a larger pool of minority faculty from which the State's colleges and universities can hire.

Retention of minorities within graduate and first-professional degree programs is also of major concern to the State. It is of great importance that minorities complete their graduate programs and bring their talents and insights into the respective professional community. Minority students also serve as role models for other minority students who aspire to a graduate or professional degree. However, the numbers of such degrees being awarded to minorities is extremely low. In 1981-82, only 28 Blacks and 11 Hispanics received doctorates from the State's public universities. If one excludes education degrees, only 7 Blacks and 7 Hispanics received doctorates in 1981-82. The numbers are equally small for professional programs (Tables 9 and 10).

Successful completion for minorities in graduate and professional programs could be increased if faculty in the various programs are encouraged to provide the academic and personal support needed by students who may feel culturally and intellectually isolated. Minority students have reported that they are often uncomfortable with the detached, somewhat alien, environments of academic departments and research universities. Graduate faculties should be encouraged to be more sensitive and provide greater support to minority students in selecting research topics, choosing methodologies, analyzing data, and interpreting results, consistent with graduate standards.

The Financial Aid Supplement to the Master Plan for Florida Postsecondary Education emphasizes that financial aid for graduate students should be augmented substantially.

> The best way to strengthen graduate education is to recruit the best faculty, professional staff, and students nationally and internationally. Increased financial aid and fellowships are essential in recruiting the nation's and State's top students for graduate study. Such financial aid allows institutions to be more selective and to retain students after enrollment. Without a stronger system of graduate student support, Florida will continue to fall behind other states which have more generous programs.

In an effort to promote greater retention of minority students in graduate programs, the Legislature should fund more assistantships for minority graduate students, since this form

of aid seems to intensify student involvement in graduate study, promote professional development, and strengthen the bond between student and faculty mentor.

In order that the unique problems of minority students in graduate programs can be more thoroughly understood and addressed, a study should be conducted by the Board of Regents to determine what variables account for the progress of minority students and develop recommendations to enhance participation in graduate and professional programs.

Recommendations

Analysis of Graduate Student Success

1. A study should be conducted by the Board of Regents to determine what variables account for the progress in graduate school of minority students who are products of the State University System. A report and recommendations for the increased participation of minority students in graduate school should be submitted to the Legislature.

Recruitment

2. Minority faculty, staff and alumni should continue to be employed in recruiting efforts such as on-site visits to undergraduate institutions, admission interviews, and in the drafting of recruitment literature.

Early Counseling

3. University faculty should counsel minority students whose performance indicates their potential for successful graduate work to explain the demands of the programs, identify possible sources for financial aid and discuss career objectives. Universities should offer undergraduate students academic counseling and guidance designed to improve their performance on the various graduate admission tests, such as the Medical College Admissions Test (MCAT), Dental Admissions Test (DAT), Pharmacy College Admissions Test (PCAT), the Graduate Record Exam (GRE), the Law School Admissions Test (LSAT), and the Graduate Management Admissions Test (GMAT).

Graduate Assistantships

4. The Legislature should fund more assistantships for disadvantaged graduate students, since this form of aid seems to intensify student involvement in graduate study, promote professional development, and strengthen the bond between the student and faculty mentor.

Sensitivity to Graduate Students

5. Graduate faculties should be encouraged to be more sensitive and provide greater support to minority graduate students in selecting research

topics, choosing methodologies, analyzing data, and interpreting results, consistent with graduate standards.

Minority Faculty

6. The Board of Regents should require universities to report special efforts made to increase the presence of minority members on their graduate and professional faculties.

Enrollment Policies

7. State policy concerning projected enrollment levels in graduate programs related to preparing students for an overcrowded profession should take into account the special needs of minority applicants and society's need for racial diversification.

Statewide Conference

8. A statewide conference should be held each year that would assemble the best minority undergraduate students from the State University System and from private colleges throughout the State. Representatives from graduate programs and professional schools along with guest speakers from various professions should be invited to attend to explain graduate program requirements and career options. The expense for such a conference should be borne by the State.

XIII. SYSTEM ACCOUNTABILITY

The Joint Legislative-PEPC Committee expressed considerable concern about establishing means for reviewing the progress of the implementation of programs and goals presented in this report. All too often program initiatives emerge with great promise but fail to be successfully implemented. Ineffective implementation can be due to inadequate resources, a lack of administrative attention and oversight, insufficient incentives, or the absence of a process for monitoring and altering, as necessary, the programs to be implemented.

In order to monitor the participation of minority and disadvantaged students in postsecondary education, it will be necessary to improve the collection and analysis of data statewide. In addition, several recommendations earlier in the report have focused on filling specific data gaps.

Recommendations

Data Collection Categories

1. The collection of data related to the participation and progression of minority students in postsecondary education should be reviewed to assure that information is collected by race and ethnicity. This data collection should include high school dropout and graduation rates, adult and vocational education participation rates by program, postsecondary retention rates, financial aid information, graduate education participation by program, and any other area important to analyzing and improving the participation of minorities in postsecondary education.

Monitoring Improvement Efforts

2. The Board of Regents, the State Board of Community Colleges, and the Department of Education should monitor the progress of programs developed to improve the quality of postsecondary education for minority students, and submit an annual report to the State Board of Education and the Legislature regarding the implementation of these programs.